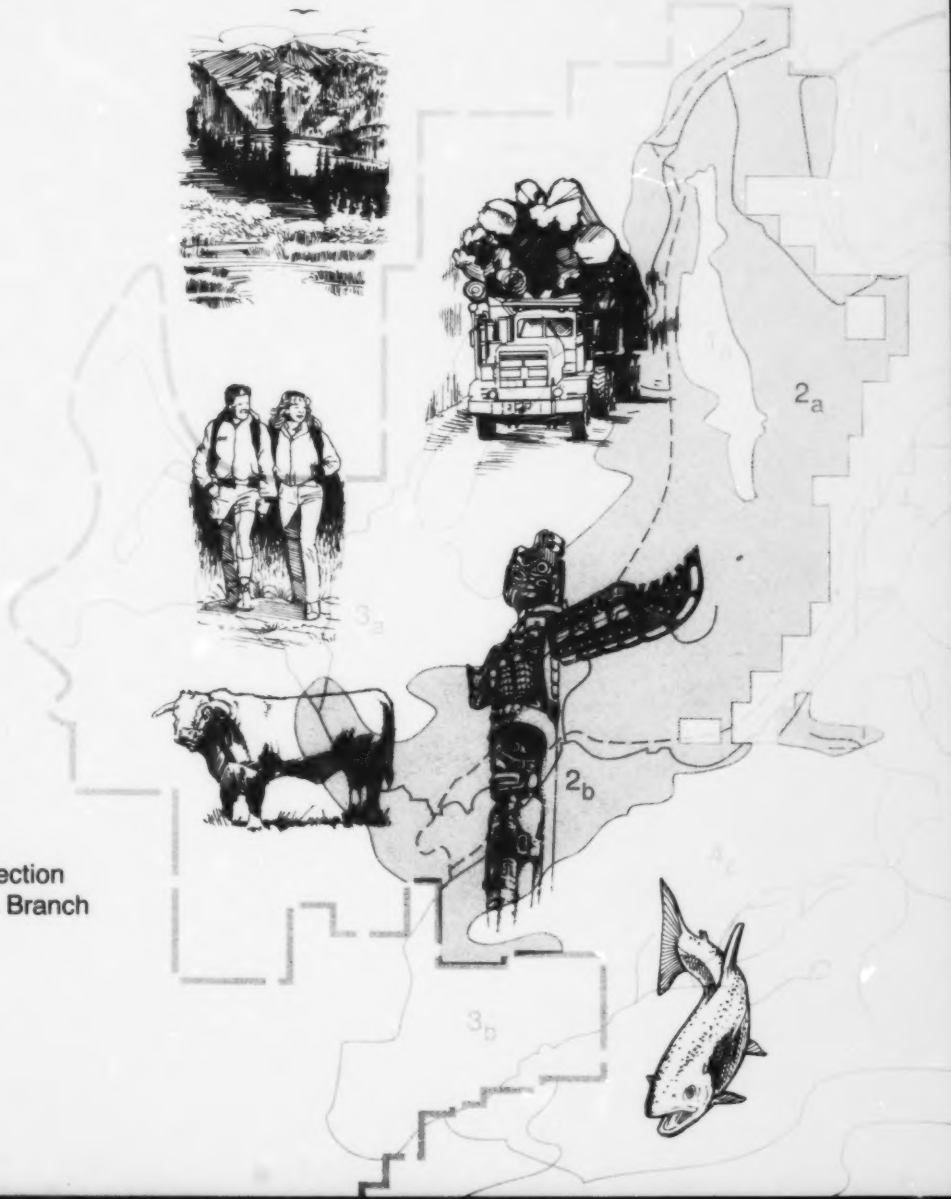
RESOURCE MANAGEMENT

Resource Planning in the Ministry of Forests

A Glossary of Past and Present Plans



Resource Planning Section
Integrated Resources Branch

Province of
British Columbia
Ministry
of Forests

Resource Planning in the Ministry of Forests:
A Glossary of Past and Present Plans

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for

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FOREWORD

Planning processes described in this glossary may already be changing as you read this page. These changes are as much a product of learning and adapting as they are a product of provincial policy shifts and they reflect the current state of flux in resource planning in British Columbia. We will regularly update this glossary to incorporate any changes.

We hope that you find this document useful and welcome any suggestions for its improvement. Please contact:

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ACRONYM LIST

AAC	Allowable Annual Cut
B.C.F.S.	British Columbia Forest Service
CAMP	Co-ordinated Access Management Plan
CCSD	Cabinet Committee on Sustainable Development
CORE	Commission on Resources and Environment
CRMP	Co-ordinated Resource Management Plan
CRUP	Co-ordinated Resource Use Plan
CWMP	Community Watershed Management Plan
C/KMP	Cave/Karst Management Plans
FERIC	Forest Engineering Research Institute of Canada
FL	Forest Licence
FLMP	Forest Land Management Plan
IPT	Interagency Planning Team
IRM	Integrated Resource Management
IRMP	Integrated Resource Management Plan
IWMP	Integrated Watershed Management Plan
LRUP	Local Resource Use Plan
MOELP	Ministry of Environment, Land and Parks
MOF	Ministry of Forests
MOU	Memorandum of Understanding
MWP	Management and Working Plan
OIC	Order-in-Council
PFP	Provincial Forest Plan
PHSP	Pre-Harvest Silviculture Prescription
PSYU	Public Sustained Yield Unit
RCP	Recreation Corridor Plan
RMAP	Resource Management Area Plan
RMP	Resource Management Plan
R.P.F.	Registered Professional Forester
RU	Resource Unit
SBFEP	Small Business Forest Enterprise Program
SMOOP	Statement of Management Objectives, Options and Procedures
TFL	Tree Farm Licence
TSHL	Timber Sale Harvesting Licence
TSL (Major)	Timber Sale Licence (Major)
TSL (Minor)	Timber Sale Licence (Minor)
WAP	Wilderness Allocation Process
WMP	Wilderness Management Plan
WL	Woodlot Licence

1.0 INTRODUCTION

Growing demand for natural resources, greater concern for the environment and increasing public pressure for involvement in decision-making have led to a greater demand for resource planning. These demands, together with the need for diversity in planning techniques to deal with them, are the reason for the wide array of plan types generated by the Ministry of Forests.

The Ministry of Forests' broad mandate requires planning that is both dynamic (responsive) and flexible. This has led to planning on a number of different levels each with many different types of plans. In the past, this flexibility and diversity in the types and scales of plans has served the Ministry of Forests well. However, planning in the Ministry has shifted from a resource consideration of mainly timber values to a broader based consideration of all resource uses. Because of this shift and due to time lapses involved in implementing the various plans, there have been variations in both the planning processes and their names over time. Several terms apply to the same process; different processes utilize the same term. The resulting lack of clarity along with the sheer number of plan types is the reason for this glossary.

This plan glossary provides a comprehensive outline of the Ministry of Forests' planning levels and the processes conducted under each level. It provides a concise definition of each plan type and its context within the Ministry of Forests planning framework.

2.0 HISTORY

In comparison to the 79 years the Ministry of Forests has been in existence, planning within the Ministry has had a relatively short history.

Following British Columbia's first Royal Commission on Forest Resources in 1910, The "Fulton commission", the Forest Service was created with the passing of the first *Forest Act* in 1912 as a specialized agency of the Department of Lands. A system of "forest reserves" earmarked for timber cutting, now called "Provincial Forests", was created by the act, however, little attention was paid to the management or renewal of the forest resources. Planning, if any, in the first quarter of this century was mainly operational and focused on the logistics of timber harvesting.

Another Commission of Inquiry was established in 1944-1945 under the authority of Chief Justice Gordon Sloan calling for changes from a system of "unmanaged and unregulated liquidation" of forest resources to a "planned and regulated policy of forest management" (p. Q127). The Sloan Commission recommended that the province implement sustained yield management -- "a perpetual yield of wood of commercially usable quality from regional areas in yearly or periodic quantities of equal or increasing volume " (p. Q127).

This sustained yield policy became part of provincial law under the 1947 amendment to the *Forest Act* and assigned forest lands into private working circles, while the Forest Service proceeded to designate public working circles. The private working circles became Tree Farm Licences (TFLs) consolidated from Crown granted land, private land and old temporary tenures under the responsibility of the licensee, while the public working circles eventually became Public Sustained Yield Units (PSYUs) covering large areas of land and managed by the Forest Service. Despite the call for more planning ten years earlier, at the time of the second Royal Commission on Forestry in 1956, also under the direction of Chief Justice Sloan, little planning was found to have been done for PSYUs.

Planning in the subsequent decade was still concerned primarily with timber sales, specifically the operational logging plans demonstrating cutting boundaries and the locations of major roads and landings. Licensee participation in management planning did not extend beyond the cutblock until 1967 with the establishment of Timber Sale Harvesting Licence (TSHL) and Timber Sale Licence (TSL) tenures which required the licensee to prepare a development plan for an area within the PSYU in accordance with Forest Service requirements and in keeping with wood requirements for a five-year period.

Until the 1960s, even operational plans were elementary and were intended to consider mainly silviculture, fire control and slash disposal. Increasing environmental awareness sparked concerns about the impacts of logging on other forest values and it was becoming increasingly evident by the late 1960s that broader planning was necessary as single purpose plans failed to address the wider resource use issues or give consideration to other forest uses.

The Resource Folio Planning system, discussed further in the Local Resource Use Planning section of the glossary, was designed and initiated by the Forest Service in 1973 and focused on a watershed as the basic planning unit. The Resource Folio Planning system was designed to facilitate the detailed objectives, constraints and alternatives of integrated resource use; however, lack of direction from upper level planning led to the production of plans for a single resource use (timber) parallel to, not integrated with, other uses. In theory, over this time period, there were plans for PSYUs which were essentially timber plans setting an allowable cut, setting the priorities for harvesting (age class, species and disease factors) and setting the rate of harvesting and reforestation, however the plans were not widely applied.

In 1975, the government appointed Dr. Peter Pearse, a forest economist, to conduct another Royal Commission. Pearse called for the consolidation of PSYUs into larger public management units adjacent to major manufacturing communities -- Timber Supply Areas (TSAs). He also suggested, among other things, increased environmental and other resource consideration in determining harvesting rates.

A new *Forest Act* was passed in June 1978 incorporating most of the recommendations of the Pearse Commission, including the above. The *Range Act* and the *Ministry of Forests Act* followed also in 1978 having an impact on planning in the Ministry.

The thirteen years that have passed since 1978 have seen many more changes. These modifications will be discussed in the context of the individual plans described below in this report.

3.0 CURRENT PLANNING FRAMEWORK

Today, planning in the Ministry of Forests is carried out at various scales through a hierarchy of levels ranging from broad provincial policy down to resource development planning which details the logistics for development.

There are five hierarchical planning levels identified in the Forest Planning Framework (B.C. Ministry of Forests 1983a) as shown in Figure 1 which provide a context for setting objectives.

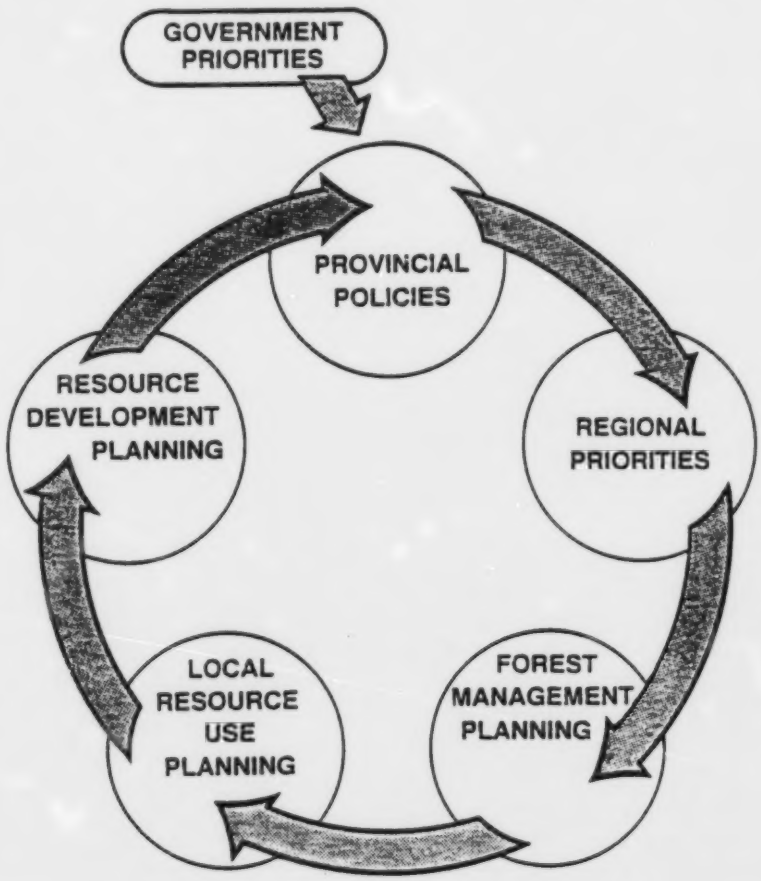


Figure 1 - Planning Framework

Source: B.C. Ministry of Forests. 1983a. *Forest Planning Framework*. Victoria, B.C., p. 18.

The following figure summarizes the planning levels and also highlights the different terminology used to describe the planning levels.

Terminology 1	Terminology 2	Terminology 3	Terminology 4
Provincial	Provincial	Provincial Policies	Provincial Level
Regional	Regional	Regional Priorities	Regional Priorities
Sub-regional	Management Unit	Forest Management Plan	Forest Management Planning
Unit	Sub-Unit	Local Resource Use Plan	Local Planning
Sub-unit	Operational	Resource Development Plan	Resource Development Planning

Figure 2 - Forest Planning Levels

Sources: 1. B.C. Ministry of Forests. 1991a. *Forest Land Management Planning for British Columbia: The Context*. Integrated Resources Branch, Resource Planning Section. Victoria, B.C., Supplemental Paper Series.
2. & 3. B.C. Ministry of Forests. 1985. *Resource Planning Manual*, Victoria, B.C., p. 18.
4. B.C. Ministry of Forests. 1992. *Planning Levels Poster*. Integrated Resources Branch, Resource Planning Section. Victoria, B.C.

Figure 3 identifies the components of each hierarchical level within the constraints of preceding levels.

Provincial planning is to be consistent with general provincial policies which set social goals, government priorities, and resource use opportunities.

Regional priorities are the tentative timber, recreation and range targets set for the region.

The Forest Management planning level is the broadest level at which comprehensive area-based integrated resource planning occurs. The tentative timber, range and recreation strategies set as regional priorities provide a context for establishing land use objectives.

Local Resource Use Plans are used to resolve multiple use conflicts within individual TSAs and TFLs. They are usually done on smaller planning units such as a watershed on a priority basis where conflicting demands are most pronounced and where timber operations may have a significant impact on other values.

Resource Development Plans are used for more specific planning than Forest Management or Local Resource Use Plans. They provide the details of how resource development will actually take place.

Provincial Policies	Within the context of government priorities, provincial policies give overall direction to the Ministry of Forests. The ministry's Executive formulates ministry policy and sets forest and range resource use goals.
Regional Priorities	Within the context of provincial policies, Regional priorities coordinate ministry activities with those of other ministries and set tentative production targets for timber, range and recreation for the TSAs and TFLs within Regions.
Forest Management Planning	Within the context of Regional priorities, forest management planning lays out broad, long-range management strategies for timber, range and recreation for each TSA and TFL. Program options are examined and, for timber, AACs are set and 20-year supply areas are identified.
Local Resource Use Planning	Within the context of management strategies for a TSA or TFL, local resource use planning establishes integrated resource management guidelines for areas where resource use development is proposed. Local planning can range from extensive appraisal to intensive study and is carried out to enable development planning to proceed.
Resource Development Planning	Within the context of area-specific management guidelines, resource development planning details the logistics for development. Methods, schedules and responsibilities for accessing, harvesting, renewing and protecting the resource are specified to enable site-specific operations to proceed.

Figure 3 - Components of Forest Planning Levels

Source: B.C. Ministry of Forests. 1983a. *Forest Planning Framework*. Victoria, B.C., p.19.

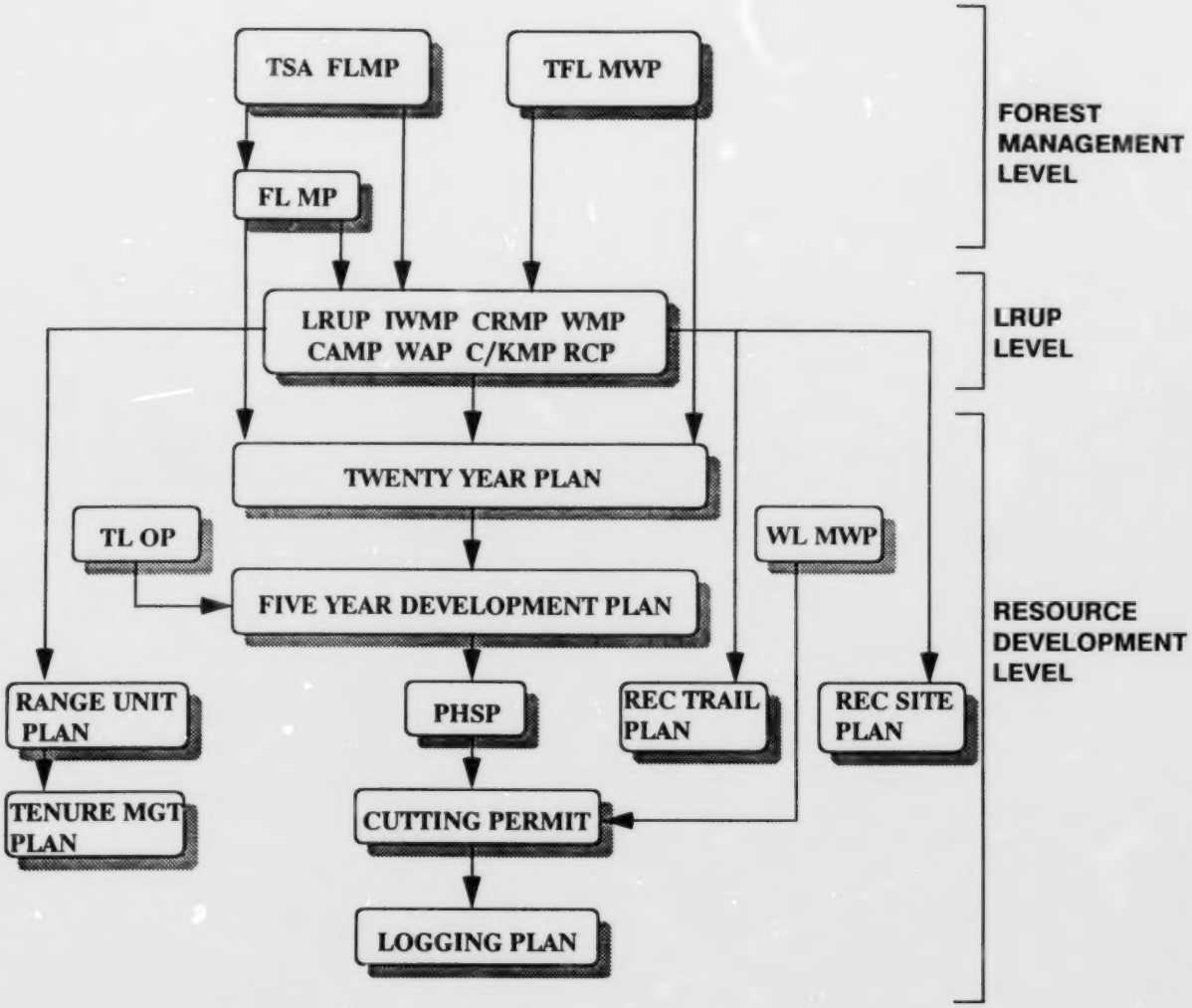
In general, the Ministry of Forests' planning process involves planning activities carried out by various planning groups following seven planning steps. A more detailed description of the planning steps is contained in the Forest Planning Framework, Chapter 1 of the Resource Planning Manual (B.C. Ministry of Forests 1985, pp. 13-16).

This glossary is intended as a snapshot of planning as it has developed and as it is at this particular time. Changes to the planning framework have been proposed and clarification of the links between the various plans and responsibilities for planning is necessary.

The Resource Planning Section of the Integrated Resources Branch is responsible for developing the policy and programs co-ordinating resource planning in the Ministry of Forests along with Timber Harvesting, Silviculture, Research, Inventory, Range and Recreation Branches.

The subsequent sections of this report provide a definition of the types of plans that are being completed or have been done within the Ministry of Forests at the various planning levels. The report is divided under three main headings representing the Forest Management, Local Resource Use and Resource Development Planning levels. The Forest Management Planning Level is further sub-divided into Planning for Timber Supply Areas and Planning for Tree Farm Licences and the plan types are listed beneath those headings. Each particular plan type is described using a number of standard categories which include the following:

- Background
- Purpose
- Legislative Mandate
- Policy Mandate
- Size, Scale and Relationship to Other Levels of Planning
- Planning and Approval Responsibilities
- Implementation/Monitoring
- Lead Agency/Interagency Involvement
- Public Involvement
- Products



LEGEND

TSA FLMP	- Timber Supply Area Forest Land Management Plan
TFL MWP	- Tree Farm Licence Management and Working Plan
FL MP	- Forest Licence Management Plan
LRUP	- Local Resource Use Plan
IWMP	- Integrated Watershed Management Plan
CRMP	- Co-ordinated Resource Management Plan
WMP	- Wilderness Management Plan
CAMP	- Co-ordinated Access Management Plan
WAP	- Wilderness Allocation Process
C/KMP	- Cave/Karst Management Plan
RCP	- Recreation Corridor Plan
TL OP	- Timber Licence Operating Plan
WL MWP	- Woodlot Licence Management and Working Plan
PHSP	- Pre-harvest Silviculture Prescription

Figure 4 - Ministry of Forests Resource Plans

4.0 FOREST MANAGEMENT PLANNING LEVEL

Planning at the Forest Management or Sub-regional level has undergone and is still undergoing numerous changes. Strategic plans are now produced at this level for both Timber Supply Areas (TSAs) and Tree Farm Licences (TFLs) setting management direction for each area.

4.1 PLANNING FOR TIMBER SUPPLY AREAS (TSAs)

Planning for a Timber Supply Area involves a number of different plans at various planning levels. Following the pertinent TSA level plan, licensees are required to produce a Management and Working Plan and a Five Year Development Plan. They are also required to submit a Pre-Harvest Silviculture Prescriptions (PHSP), a Cutting Permit and, as a requirement of the Cutting Permit, a Logging or Cutting Plan. This is true with one exception. In the case of the Small Business Forest Enterprise Program (SBFEP) where the Forest Service produces the above plans.

Plans for TSAs are completed by the Forest Service. The planning processes in use have evolved over the past twenty years through a number of phases. PSYU plans, precursors of TSA plans, originated in the 1970s and were mainly production target oriented, setting the Allowable Annual Cut (AAC). They were not, however, widely accepted or implemented; in fact, very few people were even aware of their existence. The plans were not established in either legislation or policy.

4.1.1 TIMBER SUPPLY AREA STRATEGIC PLANS

Timber Supply Area (TSA) Strategic Plans were introduced after the consolidation of PSYUs into TSAs and following the passing of the new *Forest Act* in 1978, both of which occurred as a result of the recommendations of the Pearse Commission. They were introduced to fulfil the need for strategic planning at a larger scale than was addressed at the time through development planning. They were essentially statements of the production targets for timber, range and recreation with a heavy emphasis on timber production.

4.1.2 RESOURCE MANAGEMENT PLANS FOR TIMBER SUPPLY AREAS

Background

TSA Resource Management Plans (RMPs) were the next step after TSA Strategic Plans in the evolution of Forest Management Planning. Resource Management Plans for Timber Supply Areas were developed in 1988 in response to the need for strategic planning that encompassed a wide range of resource values. They are still

used in many areas of the province today although a transition to a new planning process is underway.

Purpose

RMPs include specification of production targets, provisions for other agency objectives, management strategies, and direction to lower-level plans. An RMP establishes the following direction for each TSA:

Supply objectives - quantitative, long-range supply forecasts for timber, range and recreation;

Management strategies - strategies for timber, range and recreation for use in the coordination of Local and Development plans;

Resource use assumptions - assumptions underlying the stated objectives; and,

Supply areas - areas designated as supply areas for the next twenty years.

Resource Management planning is an important means of incorporating timber, range and recreation information, input from other agencies and contributions from the public into Ministry of Forests planning. The plans include a forest inventory (a list of types, quantity and quality of timber) and the determination of the Allowable Annual Cut (AAC), the maximum permissible rate of timber harvest in a specific area. They also specify the allotment of the AAC among timber tenures and licensees, provide a general description of protection and silviculture activities and delineate the location of the licensee's twenty-year supply of Crown timber.

Legislative Mandate

Relevant statutes include:

Ministry of Forests Act	- Section 4;
Forest Act	- Sections 6, 7 and 8; and
Range Act	- Section 4.

Policy Mandate

Seven Ministry of Forests Policy Statements are applicable to TSA Resource Management Plan preparation. They are:

- Public Involvement

- Timber Supply Area (TSA) - Planning
- Timber Supply Area (TSA) - Boundary Revision
- Integrated Resource Planning on Provincial Forest Lands
- Forest Planning Models
- Forest Recreation Management
- AAC Determination for TSAs and TFLs

Size, Scale and Relationship to Other Levels of Planning

Resource Management planning is done at the sub-regional planning level -- the Forest Management planning level -- at map scales ranging from 1:100 000 to 1:250 000. It provides the link between the broad, non-quantitative Provincial and Regional objectives and more detailed, area-specific plans and programs. Planning at this level is done with a two hundred year look-ahead period and a twenty year detailed period. It is developed or revised over a one year period once every five years in order to adapt to changing management priorities and changed resource information, conditions or assumptions.

Planning and Approval Responsibilities

A TSA Steering Committee exists which began originally as a silvicultural committee formed to advise on silviculture issues but expanded to eventually include representatives from the Ministry of Forests Timber Management, Range and Recreation Branches, from the Ministry of Environment, Land and Parks and from industry. There is sometimes public representation as well by members of affected local interest groups. The steering committee develops the strategies contained within the plan. Responsibility for approval of the draft TSA Resource Management Plan lies with the Chief Forester.

Implementation/Monitoring

Resource Management Plans are implemented by the respective District Manager(s) and licensees. The plan is used by district staff to develop annual program proposals for the Five Year program and to guide Local Resource Use Plans (LRUPs) within the district.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in TSA Resource Management Planning. The Ministry of Environment contributes as co-chair of the TSA Steering Committee. Other agencies provide input into Resource Management Plans through participation on the TSA Steering Committee or one of the sub-committees.

Public Involvement

Public involvement in TSA Resource Management Plans has largely been limited to those areas specifically identified in policy. In terms of the TSA Planning Process (B.C. Ministry of Forests 1985, p.7), the public has input in only three of the planning steps:

- Preliminary Organization and Issue Identification
- Public Review of TSA Options Report
- Public Review of Draft TSA Plan

However, the public has access to view all documents once they have been released. Public involvement strategies may include such things as workshops to identify preliminary issues and public showing of the draft Resource Management Plan. The public's concerns may also be presented to the steering committee either by having a representative on the committee or by bringing the concerns to the attention of the members.

Products

- Statement of Issues, Options and Procedures
- Information Reports (usually appendices to Analysis Reports)
- Analysis Reports
- TSA Options Report
- AAC and AAC Rationale Report
- Draft TSA Plan
- Final TSA Plan

4.1.3 FOREST LAND MANAGEMENT PLANS (FLMPs)

Background

Forest Land Management Planning is the latest revision of Forest Management or TSA level planning. Between the years 1986 and 1989 a number of new concepts relating to Forest management planning were introduced on a demonstration basis and began to appear in Ministry plans. Revisions were made to the Forest Management planning Chapter of the Resource Planning Manual and a draft was circulated for comment. In keeping with recommendations from the 1989 District Managers meeting, resource integration through planning became a major priority; one which the staff of the Integrated Resources Branch was directed to develop policy and procedures to address. This led not just to minor revisions to the existing process, but to the development of a very different land use planning approach to decision-making.

A draft discussion paper on Forest Land Management Planning entitled: "Resource Management Area Planning: A Statement of Principles and Direction" was released in February of 1991. (Resource Management Area Planning was the initial term used for FLMP). Over the subsequent months Forest Land Management Planning continued to be developed by the Ministry of Forests, Ministry of Environment and other agencies and in August of 1991 a draft policy was released. Based on comments received on this draft policy, the revised draft has been prepared in an interagency format. The concepts are presently being incorporated into planning underway across the province.

Forest Land Management Plans have been called by a number of different names in various regions. Prince George Forest Region is calling them Provincial Forest Plans (PFPs) and Kamloops Forest Region is calling them Resource Management Area Plans (RMAPs).

Purpose

The Forest Land Management Plan provides strategic direction for land use and management of related resources. The plan utilizes an interagency approach to integrated resource planning involving all agencies with land and resource management responsibilities for Crown resource lands and members of the public at key intervals. Its purpose is to provide an effective common base for decision-making for each agency influenced by the plan.

Legislative Mandate

The Ministry of Forests receives its broad mandate to carry out integrated resource planning under various sections of the *Ministry of Forests Act*, the *Forest Act* and the *Range Act*. Section 4(c) of the *Ministry of Forests Act*, Sections 3, 4 and 5 of the *Forest Act*, and the *Range Act* are the statutes requiring the Ministry of Forests to carry out integrated resource planning on provincial forest land. There is no legislation pertaining directly to FLMPs.

Policy Mandate

A draft policy on Forest Land Management Planning was developed. It has been revised and reformatted into an interagency sponsored document entitled: FLMP A Statement of Principles and Process. It is proposed that the Cabinet Committee on Sustainable Development (CCSD) approve FLMP as a government policy that directs all resource agencies. Other relevant sections of Ministry policy include:

- Public Involvement
- Timber Supply Area (TSA) - Planning
- Timber Supply Area (TSA) - Boundary Revision
- Integrated Resource Planning on Provincial Forest Lands
- Forest Planning Models
- Forest Recreation Management
- AAC Determination for TSAs and TFLs

Scale, Size and Relationship to Other Levels of Planning

FLMPs are developed at the sub-regional level of planning replacing TSA Resource Management Plans. FLMPs take their direction from broader provincial and regional plans or initiatives such as Commission on Resources and Environment (CORE) sponsored regional processes and the Protected Areas Strategy. They also provide direction for planning at the more detailed levels including guidance for Local Resource Use Plans (LRUPs) and Resource Development Plans, both of which are discussed in subsequent sections. FLMPs form the context for lower level plans and implement the strategy for higher level plans. FLMPs are mapped at scales ranging from 1:100 000 to 1:250 000 and should utilize the same detailed and look-ahead periods as TSA Resource Management Plans; twenty and two hundred years, respectively.

Planning and Approval Responsibilities

Plans are prepared by an interagency planning team appointed by resource agencies in cooperation with the public. Regional management from resource agencies

establish project priorities throughout each region. The final approval process is undergoing revision, however, the resource agency regional management will forward decision documents with their recommendations to their agency executive for the appropriate level of approval. It is proposed that plan approval will ultimately rest with CCSD.

Implementation/Monitoring

The plans are to be implemented by the affected agencies to guide their respective planning, management and referral processes.

Lead Agency/Interagency Involvement

The Interagency Planning Team (IPT) is a key component of the FLMP process. Membership on the planning team is open to any Provincial Government agency, Federal Government agency, or Regional District at their discretion and is divided into two categories of participation -- Participatory and Consultative.

Participatory agencies include those with major land or resource management mandates who sit on the planning team on a full-time basis; for example, Ministry of Environment, Land and Parks - Fish and Wildlife or Ministry of Forests - Timber Harvesting Branch.

Consultative agencies are those who wish to maintain contact with the planning team throughout the process but who feel that the focus of their interests does not merit their full time attendance on the planning team; for example, Ministry of Tourism or Ministry of Transportation and Highways.

Public Involvement

One of the key factors differentiating FLMPs from TSA Resource Management Plans is the enhanced public participation. As already stated, FLMPs utilize a consensus-based decision making process. Representatives of the various public interest groups involved are encouraged to participate in plan development. A key principle requires public participants to be contacted at the outset of the process on their wishes for participation methods. Public participation methods should meet the needs of the public and coordinating agencies. The public role is advisory in nature, while final decisions must rest in the hands of those with the statutory mandate to make them. However, the consensus-based decision making approach ensures a strong sharing by local participants in the decision-making process. The public is able to provide input at a minimum of six stages in the process:

- Terms of Reference

- Information assembly
- Development of initial options
- Impact evaluation of the revised options
- Draft plan
- Implementation of the plan

Products

- Terms of Reference
- Analysis Reports (for all resources)
- Decision Document (including options, resource units)
- Resource Unit (RU) Maps
- Forest Land Management Plan document

4.1.3.1 FOREST LICENCE MANAGEMENT PLANS

Background

A number of changes to the forest tenure system were made with the passing of the new *Forest Act* in 1979. One such change was the replacement of the Timber Sale Harvesting Licence (TSHL) with the Forest Licence (FL) between 1979 and 1982.

Commencing in 1982 with the implementation of the Forest Licence tenure, a Management and Working Plan (MWP) was required for submission to outline the licensee's strategies and goals for a five year period. The original intent of the MWP for a Forest Licence was to provide the licensee with a means of relating strategies and objectives to be addressed in managing the licence area over the successive five years as well as the operational technicalities necessary for their implementation.

In the fall of 1986 a committee was formed to examine the Forest Service Planning System from the Management Unit level down to the operational level with its overall purpose being to identify ways in which the planning processes could be made more effective. In September of 1990 a report was issued by the Planning Phases Committee entitled "The Forest Service Planning System for Forest Licences" which reviewed the volume-based tenures (Forest Licences) in the interior. The focus of the examination was on Forest Licences because it was thought that once changes had been suggested for these volume-based tenures, the adjustments to the area-based tenures in the interior and the volume- and area-based tenures on the coast would be relatively simple.

At one time the committee considered eliminating the MWP in its present form because the Resource Management or Forest Land Management Plans which were not in place when the FL MWPs were initiated already state the strategies and goals for the TSA. It was determined, however, that the plan is a necessary intermediary step between the guiding principles set forth in the Resource Management or Forest Land Management Plan and the operational details spelled out in the Five Year Development Plan.

One of the recommendations of the committee was that the plan be revised and replaced with a simplified format more directly tied to the Resource Management or Forest Land Management Plan. It was also recommended that name of the plan be changed from Forest Licence Management and Working Plan to simply Forest Licence Management Plan.

Purpose

The Forest Licence Management Plan contains the long-term goals and objectives for the management of the licence and the strategies and measures to implement them. After its approval it provides the basis for operational planning for the licence area until such time as the plan is amended or replaced.

Legislative Mandate

Sections 11, 12 and 13 of the *Forest Act* discuss Forest Licences;

Section 12(e) of the *Forest Act* gives the licensee the authority to prepare the Forest licence Management Plan;

Part 3.00 of the Forest Licence also requires the licensee to prepare the Management Plan as part of the licence agreement.

Policy Mandate

There are no specific policy statements pertaining to Forest Licence Management Plans.

Size, Scale and Relationship to Other Levels of Planning

The Forest Licence Management Plan takes its direction from the pertinent TSA level plan and from such other plans as may affect the licence area (i.e. an LRUP). It is completed at the Resource Development Planning Level. The plan is completed for the Forest Licence operating area and as this form of tenure is volume-based, the size of the planning area may vary.

Planning and Approval Responsibilities

Responsibility for preparation of the plan rests with the licensee (R.P.F. for the licensee). The licensee submits the draft plan to the District Manager for review and recommendation to the Regional Manager. The Regional Manager reviews it and, if acceptable, approves it. In the case of a Forest Licence, the licence agreement is entered into first and a Management Plan is submitted within three months from the time the agreement was signed.

Implementation/Monitoring

The Forest Licence Management Plan is implemented by the licensee. Monitoring of the plan is achieved through examining the results of Local Resource Use and Development Planning.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in the sense that the Regional Manager approves the plan. Other agencies are involved as necessary through a referral process. The licensee refers the draft plan to affected agencies before it is submitted to the District Manager.

Public Involvement

There is no public involvement in Forest Licence Management plans. Public input is mainly solicited at the TSA level and at the lower levels i.e. Five Year Development Plan and PHSP stages.

Products

- Final Forest Licence Management Plan

4.1.3.2 SMALL BUSINESS FOREST ENTERPRISE PROGRAM PLANS

The Small Business Enterprise Program (SBEP) was initiated after the proclamation of the *Forest Act* in 1978 when the Forest Service began selling short term Timber Sale Licences (TSLs minor) to the highest bidder eligible as a Small Business operator. This program was replaced by the Small Business Forest Enterprise Program (SBFEP) in 1988 which includes the competitive timber sales of the previous program along with a new category for secondary manufacturing or "value-added" facilities.

A number of other changes to the Small Business Program transpired in 1988 including the move to become a completely self-contained and self-funded "industry". Two kinds of plans are prepared as part of the SBFEP Development Plan: Twenty Year Plans and Five Year Development Plans.

The SBFEP utilizes the Twenty Year Plan (see 6.1 Twenty Year Plans) produced for the relevant TSA to determine the operating areas. The licensees are required to abide by a Five Year Development Plan (6.5 Five Year Development Plans) also prepared by the Forest Service.

4.2 PLANNING FOR TREE FARM LICENCES

Planning for Tree Farm Licences involves a number of different plans produced at various planning levels. Besides the Management and Working Plan, the licensee is also required to complete a Five Year Development Plan, a Pre-Harvest Silviculture Prescription, a Cutting Permit and, as a requirement of the Cutting Permit, a Logging or Cutting Plan. Twenty Year Plans are also now a requirement for TFLs.

A distinction must be made between Management and Working Plans for TFLs and Management and Working Plans for other forms of tenure. The TFL Management and Working Plan includes the AAC determination and establishes strategies for a specific area while all other management plans lack the AAC determination and are not usually tied to a specific area (except in the case of the Woodlot Licence).

4.2.1 TREE FARM LICENCE (TFL) MANAGEMENT AND WORKING PLANS

Background

Tree Farm Licences evolved in response to the sustained yield policy which became part of provincial law in 1947 after it was studied in a Royal Commission headed by Chief Justice Gordon Sloane in 1944-45. The first TFLs were granted in the late 1940s after the 1947 amendments to the *Forest Act* and most were issued in the highly productive coastal regions where the forest's rate of regeneration and the industry's rate of cut would balance.

Most existing TFLs were issued in the 1950s and by 1962 forty-three had been allotted. Some were amalgamated so that by the early 1970s there were only thirty-four; the same number exist in the province today.

Tree Farm Licences are area-based tenures which grant the licensee rights to harvest timber on a large area of land as well as the responsibility for managing for other forest resources. This type of licence was formed to provide the licensee a secure supply of timber. It was also designed to provide an incentive for good forest management by granting the timber rights over a long period of time promoting sound forest management over more than one rotation.

Purpose

The TFL Management and Working Plan (MWP) is a document required by the TFL agreement and contains information on how the licensee plans to manage the area over the term of the agreement. It contains goals and strategies for management of timber, range and recreation resources as well as providing for the protection of other resource values.

Legislative Mandate

Relevant legislation includes:

Forest Act	- Sections 7, 27 and 28;
Ministry of Forests Act	- Section 4; and
Range Act	- Section 4.

Policy Mandate

Seven Ministry policy statements apply to TFL MWPs. They are:

- Public Involvement
- Growth and Yield Predictions
- Forest Planning Models
- Forest Recreation Management
- Integrated Resource Planning on Provincial Forest Lands
- Reduction of Allowable Annual Cut
- AAC Determination for TSAs and TFLs

Size, Scale and Relationship to Other Levels of Planning

MWPs are formulated at the Forest Management Planning level and receive guidance from regional priorities and provincial policies while providing the context for Local Resource Use Plans and Resource Development Plans prepared within the TFL. MWPs are based on a two hundred year look-ahead period with a twenty year strategic perspective for the purposes of showing how the licensee plans to manage or integrate resource values.

The plans are updated every five years and include maps at an appropriate scale which may be as small as 1:20 000 and as large as 1:250 000.

Twenty Year Plans are produced in conjunction with the TFL MWP as support information for the timber supply yield analysis.

Planning and Approval Responsibilities

Responsibility for the initiation and completion of the majority of planning steps rests with the licensee in consultation with members of the public and other agencies such as the Ministry of Environment, Land and Parks, Federal Fisheries, the Ministry of Lands and Parks, and Forest Service staff. The Forest Service is responsible for

approving the various planning steps. Specifically, the Statement of Management Objectives, Options and Procedures (SMOOP) is approved by the Regional Manager. The Timber Supply Analysis Report is approved by the Director of the Integrated Resources Branch. The Director, Recreation Branch approves the Recreation Analysis Report. The Director, Range Branch approves the Range Analysis Report. Finally, the Chief Forester approves the draft MWP.

Implementation/Monitoring

The TFL MWP is implemented by the TFL Licensee.

Operational monitoring to ensure that activities occur in accordance with specific guidelines and regulations is carried out by District staff. Commitments outlined in the MWP are monitored by Regional and District staff, who check to see that the commitments are met.

A licensee annual report is also required and outlines goals and accomplishments in relation to obligations under the licence. It is a standardized document.

Public Involvement

Public involvement in TFL MWPs includes the initial solicitation of public comment for the identification of issues and input into the formulation of management objectives. Once the draft MWP is prepared, it is displayed publicly and input is accepted for consideration in the final MWP.

Products

- Statement of Management Objectives, Options and Procedures (SMOOP)
- Timber Supply Analysis Report
- Recreation Analysis Report
- Range Analysis Report
- Analysis of other resources as required
- Maps of plan area
- Draft MWP
- Final MWP

5.0 LOCAL RESOURCE USE PLANNING LEVEL

The Local Resource Use planning process is a recent development in the Ministry of Forest's planning framework. The process evolved in the early 1970s as it became evident that there was a need for better information and that the *ad hoc* referral process already existing within the Forest Service was not working well.

In 1973, the introduction of the Resource Folio Planning System was the first attempt to integrate other resource uses and to produce a strategic plan to guide integrated resource use and development. It was a Forest Service/resource agencies response to an industry decision to harvest and was in use mainly as a reactive measure. In 1975, the Grazing Division of the Forest Service initiated Co-ordinated Resource Management planning as a means of addressing natural resource management issues.

These planning processes continued to develop in conjunction with other advances in interagency planning. Regions developed specific uses for the plans and gave them names to reflect this new focus which led to nearly twenty generic planning processes by the early 1980s and a lot of confusion as to the use of and difference between many of the planning processes. It was shown that all of these processes were actually specific applications of one level of planning and in 1983, the Local Resource Use Plan (LRUP) was established in the Ministry of Forests' planning framework to reflect this planning level.

No standard naming convention exists for plans at this planning level. LRUP is both a generic term referring to the level of planning and a specific term referring to a type of planning process in use at the level. A number of different planning processes comprise this planning level, the most commonly used are as follows:

- Local Resource Use Plans (LRUPs)
- Co-ordinated Resource Management Plans (CRMPs)
- Co-ordinated Access Management Plans (CAMPs)
- Integrated Watershed Management Plans (IWMPs)

All of these plans share a common purpose: they provide guidelines for resource development.

Many of the plans completed as part of the Recreation Branch's Programs also make use of the general LRUP process. These plans include:

- Wilderness Allocation Process
- Wilderness Management Plans
- Cave/Karst Management Plans

- Recreation Corridor Plans

The lack of standardization among the names of plans at this level has again generated many names for an individual plan type. Integrated Resource Management Plans (IRMPs) have been produced which are essentially standard LRUPs. Co-ordinated Resource Use Plans such as the Pennask CRUP also use a general LRUP format. IWMPs have been referred to as Community Watershed Management Plans (CWMPs). Finally, to further confuse the situation, plans have been produced at the LRUP level called Resource Management Plans.

One of the dangers associated with Local Resource Use Planning is in creating the impression that the plan is completed simply to resolve a single conflict between two resources. While LRUPs may be initiated or driven by a single resource conflict, the plan itself considers all resource values and embraces the Integrated Resource Management (IRM) philosophy. On the same note, while LRUPs are done to facilitate IRM on a management area, the IRM concept is applied at every planning level.

5.1 RESOURCE FOLIO PLANNING SYSTEM

Background

The Resource Folio Planning System was initiated in 1973 as an attempt to integrate other forest uses. The system was in use until the 1980s when TSA level plans were introduced to supply the broader integrated resource management (IRM) goals for a larger area and until the Local Resource Use Planning System was implemented to tie together all the local planning processes.

Purpose

This planning system was developed to facilitate the integrated planning and use of forest resources. It embodies the following approaches:

a. Development plans must span at least five years if environmental damage is to be kept to a minimum;
b. The development plan should ideally encompass an entire drainage area. A comprehensive inventory of forest cover, soil/landforms, recreation and wildlife is necessary prior to the commencement of planning;
c. The planning process requires the knowledge and skills of well-qualified specialists in all fields;
d. Integrated resource use planning will benefit from public involvement in the planning process;
e. The watershed plan should relate to all resource sectors.

Legislative Mandate

In 1973, the legislation made no specific reference to the preparation of integrated resource use or multiple use plans.

Policy Mandate

There were no specific policies relating to Resource Folio Plans.

Size, Scale and Relationship to Other Levels of Planning

The Resource Folio Planning System was a step up from the operational plans produced. Under the hierarchy used to discuss planning today, it would fall under the Local Resource Use Planning level.

Resource Folio Plans were produced to encompass an entire watershed and consisted of a folio of maps which, depending on the size of the watershed and the requisite level of detail, were presented at the following scales:

a. all maps at scale of 1:50 000 (little or no detailed inventory taken);
b. all maps at scale of 1:50 000 with detailed insets at scale 1:20 000 or 1: 10 000; and,
c. all maps at scale of 1:20 000 or 1:10 000 (considerable detailed inventory taken).

These resource capability maps were produced and then overlaid to determine the full range of resources and management practices that would facilitate efficient timber harvest. The plans were to be produced with a five-year term.

Planning and Approval Responsibilities

The B.C. Forest Service, Fish and Wildlife Branch, Federal Fisheries and Marine Service and Water Investigation Branch contributed jointly to the folios according to the responsibilities of each agency for resource management.

Implementation/Monitoring

Implementation of the plan's underlying objectives and strategies was achieved through the preparation and implementation of operational plans completed for the individual cutblocks.

Lead Agency/Interagency involvement

The Resource Folio Planning System employed an interagency planning approach involving those agencies listed above with the Forest Service as the lead agency.

Public Involvement

Public involvement in Resource Folio Plans was non-existent initially, however provisions for public review and participation developed over their duration. The importance of public participation in the planning process was recognized early and provisions for this participation were implemented in 1975. Today public involvement is characteristic of, even fundamental to the LRUP process.

Products

- Folio of resource capability maps and supporting documentation.

5.2 LOCAL RESOURCE USE PLANS

Background

Local Resource Use Plans (LRUPs) were established as part of the Ministry of Forests' planning framework in 1983 in an attempt to provide an outline for area-specific resource planning on a local basis. Local planning methodologies have varied from resource folio mapping to public meetings and the degree of complexity has also altered to fit individual situations. A generic LRUP process has developed, however, involving planning groups with interagency consultation or co-operation, heightened public involvement and a planning horizon of generally twenty years.

Purpose

LRUPs are carried out to develop area-specific resource management objectives (strategies) and prescriptions and to ensure that development planning is able to proceed without further interagency involvement in changing the objectives. They are used in response to development proposals and as a prerequisite to development planning on a priority basis where multiple demands on the resource base may potentially create conflicts and where timber operations may impact on other values.

Legislative Mandate

LRUPs are not required by forest legislation.

Policy Mandate

A policy on LRUPs is currently under development.

Size, Scale and Relationship to Other Levels of Planning

The generic LRUP process uses the seven planning steps outlined in the Forest Planning Framework, Resource Planning Manual, Chapter 1 and the specific LRUP types commonly follow these steps as well.

In practice detailed Local Resource Use Plans are only completed where complex resource use issues require more detailed planning for their resolution. The planning area can range in size with the most common planning unit being a drainage or watershed.

Licensed resource users are guided by the LRUP and must develop and submit a Resource Development Plan which complies with LRUP objectives. The results of Local Resource Use Plans also feed back into the appropriate Forest Land

Management Plan or Licensee Management and Working Plan to be considered when revising the FLMP or MWP. The planning process normally has a twenty year look-ahead period and the resultant plan is generated for a five to ten year period.

Planning and Approval Responsibilities

The plans are produced by a planning group which may take one of a number of forms discussed below. LRUPs are approved by District Managers where authorized, otherwise the plans are approved by the Regional Manager.

Implementation/Monitoring

Local Resource Use Plans are implemented by the affected agencies and resource users in the planning area. The planning areas are assessed annually by the District Manager for adherence to the plan, for problems and for improvements.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in Local Resource Use Planning. The plans themselves may be prepared by a multidisciplinary planning team or by a Forest Service planning group.

The multidisciplinary planning team consists of representatives of all resource agencies who participate in the actual planning process up to and including the formulation of options. The Forest Service planning team is comprised of a Forest Service "core" with other resource agencies providing a broad range of input; the Forest Service planning team does the actual planning. Each method has its associated advantages and disadvantages.

Public Involvement

As a minimum, the Forest Service must inform the public that a planning process is being initiated, solicit information on perceived issues and concerns, supply an opportunity for public review and comment on the draft plan, and finally, provide information regarding the final decision and the rationale behind the decision. The actual level of public involvement in the planning process is at the discretion of the Regional or District Manager.

Products

- Options Report
- Local Resource Use Plan

5.3 CO-ORDINATED RESOURCE MANAGEMENT PLANS (CRMPs)

Background

The need for a co-ordinated approach to planning and management of renewable resources was recognized many years ago and numerous projects and studies have been undertaken in B.C. in the past to examine the effects of resource use on the environment and on land use.

The co-ordinated resource management planning process was developed in Oregon between 1948 and 1970. Mr. E.W. Anderson was instrumental in developing this process and introduced the planning technique to British Columbia during the period that he was Acting Director of the Grazing Division of the B.C. Forest Service from July 1975 to December 1976. A Draft Co-ordinated Resource Management Planning Handbook was released in May 1981 which contains guidelines for developing CRMPs.

These plans were in use in the early 1980s and although they were intended to be used as a general planning process to be applied to any natural resource management issues, they tended to focus on range management issues because the major proponents of this process were Range Managers whose primary interests were naturally on rangelands.

There are a total of 87 CRMPs that are currently active in the province, with the majority (49) in the Nelson Forest Region. Approximately ninety percent (90%) of the forested range areas are covered by CRMPs in that region and about eighty percent (80%) of the range units in the Penticton Forest District of the Kamloops Forest Region have CRMPs.

Purpose

The *Range Management Handbook for British Columbia* (Mc Lean, 1979) states the objectives of the CRMP to be as follows:

> To achieve compatibility between the uses being made of renewable resources such as forestry, livestock, grazing, wildlife, watershed, recreation, etc.
> To improve or maintain resources in a high quality condition.
> To sustain an optimal flow of food, fibre and other goods, services and benefits from such lands while at the same time protecting environmental qualities (p. 6).

It describes the objectives within a specific plan to be:

To resolve potential conflicts before they arise.
To solve existing resource use problems.
To break down the traditional inter-agency or inter-use group barriers built on lack of communication and natural distrust of each others motives and goals.

Legislative Mandate

Range Act - Section 5(a)(iii) requires that a plan be completed before a permit or licence is issued. CRMPs fulfilled this requirement in the past.

Policy Mandate

The authority for CRMPs rests with the 1976 Memorandum of Understanding signed by senior representatives of the Ministries of Forests; Lands, Parks and Housing; Agriculture; and Environment which establishes policy and general guidelines.

Size, Scale and Relationship to Other Levels of Planning

CRMPs are completed at the sub-unit or LRUP planning level and cover areas of various sizes. The results of CRMPs provide the guidelines for Resource Development Planning and also provide information to be incorporated in amending the appropriate Forest Management Level plan.

Planning and Approval Responsibilities

The plans are developed jointly by a group consisting of the principal landowners, resource managers and users of the designated plan area.

Implementation/Monitoring

The planning task group participants who sign the final plan are responsible for the implementation of the commitments made on behalf of their agency or themselves. Frequent reviews of the CRMPs allow for monitoring of progress or necessary alterations arising from changes over time.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency for CRMPs today; although, in the past, an interagency task group supervised the planning and management of the resources. Decisions within the plan are made by consensus.

Public Involvement

The public is primarily involved in Co-ordinated Resource Management Planning through participation on the local planning committee. The chairman of the planning committee is responsible for inviting appropriate members of the community to take part and to sign their commitment to the completed plan.

Products

- CRMP document

5.4 CO-ORDINATED ACCESS MANAGEMENT PLANS (CAMPs)

Background

Road access has been identified as having the largest impact of any development on the pattern, type and amount of forest use. The following problems are identified in "Forest Planning - A Guide to Co-ordinated Access Management Planning" (B.C. Ministry of Forests 1989a) as indicators of a specific need for access management:

> a) access may cause a loss to the productive forest base and/or a loss of recreational opportunities;
> b) access may put a strain on a limited road maintenance budget;
> c) road access may impact land and resource uses in an inequitable manner if no long-term planning exists because it may not be compatible with some forest uses;
> d) road networks may not meet the changing supply and demand for forest resources;
> e) Better co-ordination is needed to handle the division of access management responsibilities between various government and non-government organizations (p. 1).

Early attempts to develop co-ordinated road access planning in the early 1970s in Southeastern B.C. did not meet with much success as the process did not provide comprehensive plans endorsed by all affected participants. Consequently, there remained problems with implementation of the plans.

CAMPs were developed in 1980 as a result of road access created by a mountain pine beetle salvage operation. Co-operation between government agencies and all forest users was considered by local forest managers to be vital if traditional forest management practices were to continue without foreclosing on recreational opportunities in the planning area.

Purpose

Co-ordinated Access Management Plans were fashioned to address the need for co-operation and co-ordination in dealing with road access.

Legislative Mandate

Relevant statutes include:

Forest Act - Section 4(c);

B.C. Regulation 278/81 discussing traffic control; and,

A protocol agreement between the Ministry of Forests and the Ministry of Environment entitled "Protocol Agreement Between the Ministry of Forests and Lands and the Ministry of Environment and Parks July 1987 Concerning Access Management".

Policy Mandate

A policy relating to Local Resource Use Plans is currently being prepared.

Size, Scale and Relationship to Other Levels of Planning

CAMPs are produced at the LRUP level of the Ministry of Forests' planning hierarchy.
They are completed at a map scale of either 1:50 000 or 1:100 000 depending on the size and density of the planning area. The plans are utilized in conjunction with existing TSA plans, TFL Management and Working Plans and Resource Development Plans.

Planning and Approval Responsibilities

CAMPs can be produced with Forest Service input only, in consultation with industrial users or with the full participation of the public. The District Manager determines the appropriate level of consultation after assessing the demand for involvement and necessity of having user support for effective implementation. Industry and public participation may be facilitated through a planning committee chaired by the Forest Service or through a referral process. The District Manager approves the CAMP.

Implementation/Monitoring

Emphasis is placed on co-ordinated production of the access plan and in keeping with that spirit, co-operative implementation of the plan may also be an option. While the B.C. Forest Service and other agencies continue to have statutory management responsibility for the process, other participants may provide monitoring of the process to ensure that the CAMP continues to address the considerations of both industry and the public. An annual review of the plan is proposed for completion prior to each field season for monitoring purposes.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in the process. Nevertheless, the participation and co-operation of many different agencies and users is necessary for successful completion and implementation of the plan.

Public Involvement

It is suggested that while only organized public groups are involved in the planning workshops, other opportunities be provided for the general public to express their preferences for access management before the convening of the workshops.

Products

- CAMP document including three worksheets for ease in recording, analyzing and presenting information.

  Worksheet A shows road identification numbers, recommended management classifications and reasons for the recommendations.

  Worksheet B shows road identification numbers on one axis and plan participants on the other axis. All submissions are displayed on a table.

  Worksheet C is a comprehensive summary table which is the result of the public workshop. It details the road identification numbers, management classifications, suggested maintenance and location and types of closures.

- Minutes and/or summaries from workshops.

- A map of the plan area sequentially numbered which is keyed to Worksheet C.

5.5 INTEGRATED WATERSHED MANAGEMENT PLANS (IWMPs)

Background

In February, 1972, a Provincial Task Force was struck to examine multiple resource use in watersheds used for community water supplies. A report was produced by the committee in 1980 entitled "Guidelines for Watershed Management of Crown Lands used as Community Water Supplies" listing specific principles of watershed management as they are applied in British Columbia.

The guidelines were amended in 1984 with the addition of Appendix "H" - "Policy and Procedures for Community Watershed Planning" which still apply to watershed management in British Columbia today.

Purpose

Integrated Watershed Management Plans are jointly prepared for watersheds designated as "community watersheds" by the Ministries of Forests and Environment, Land and Parks. They are produced to guide resource use development with an emphasis on preserving water quality and quantity.

Legislative Mandate

Integrated Watershed Management Plans are legislated only insofar as integrated resource management is required by Section 4(c) of the *Forest Act*.

Policy Mandate

The Ministry of Forests Policy Statements applicable to IWMPs are:

- Community Watershed Planning
- Repairing Damage to Water Supplies and Delivery Systems.

A policy relating to Local Resource Use Plans in general is currently being prepared.

Size, Scale and Relationship to Other levels of Planning

IWMPs are completed at the LRUP level in the Ministry of Forests' hierarchical planning framework, however they are selected for or adapted to the needs of individual situations and thus have no set process or size restriction. A number of general conditions have been set out in the Ministry Policy Statement - Procedures relating to Community Watershed Planning including the following:

1. The expected quality and quantity of water will be protected through specifications included in the Cutting Permits, Road Permits and Range Tenure documents as approved by the District Manager;

2. Guidelines for operations within the area are established by the IWMP as well as provisions for supervision, monitoring and contingencies. These will be documented in the Cutting Permit or Range Tenure document;

3. The district manager (MoF) will halt all harvesting activity, including silvicultural treatments and protection activities,if the harvesting procedures specified in the Cutting Permit are not followed, or if further operations may damage the water supply. The same applies if the approved range activities specified in the Range Tenure document are not followed.

4. Harvesting operations and range and recreation activities must be monitored to protect against potential damage to water supplies or delivery systems. Innovative harvesting methods are implemented in sensitive areas to ensure protection of water supplies (p. 8).

Planning and Approval Responsibilities

The Ministry of Forests and the Ministry of Environment, Land and Parks are jointly responsible for preparing IWMPs with the direct participation of Federal, Provincial and Local Government agencies. As well, licensed resource users in the affected area are encouraged to participate directly by placing representatives on the Technical Committee which reviews all data and resource proposals. The plans are approved by Line Managers (or their designates) of those Ministries participating in the completion of the IWMP including, but not limited to, Ministry of Energy, Mines and Petroleum Resources, Health and Agriculture and Fisheries.

Implementation/Monitoring

IWMPs are implemented by the Forest Districts. Provisions for monitoring the planning area are drawn up by the Technical Committee and outlined in the plan. Line Managers, licensees involved in the preparation of the IWMP and local government will be given the opportunity, where appropriate, to monitor implementation of the plan and its effectiveness.

Lead Agency/Interagency Involvement

The Ministry of Forests and the Ministry of Environment, Land and Parks are the lead agencies for the IWMP process. Nevertheless, input from other agencies and from government (Local, Provincial and Federal) is necessary in preparing a plan that will be acceptable to all affected licensed resource users.

Public Involvement

Licensed resource users are involved in the IWMP process through the Technical Committee. Other public groups or individuals are provided with the opportunity to review the proposed plan and resource proposals and to submit comments in writing based on these plans and proposals.

Products

- IWMP document

5.6 WILDERNESS ALLOCATION PROCESS

Background

On November 15, 1985, the Minister of Environment appointed the Wilderness Advisory Committee (WAC) to study wilderness issues and to make recommendations for action to the government. Entirely separate but at the same time, the Forest Service developed a discussion paper on wilderness in Provincial Forests. As a result of the WAC's study, "The Wilderness Mosaic", a report produced by the committee, was released the following March prompting the government to develop a general strategy for managing the B.C.'s wilderness resources. The strategy covers a number of programs including the Forest Service's wilderness program along with the Provincial and Federal Park systems.

An amendment to B.C.'s *Forest Act* in August of 1987 officially recognized wilderness as a resource and thus a legitimate use of Provincial Forest land and in December of 1989, a policy document entitled "Managing Wilderness in Provincial Forests: A Policy Framework" was approved by cabinet and was introduced which interpreted the new legislation and provided guidance to the Forest Service in developing procedures to address these policies.

One of the objectives of the wilderness program as stated in the Policy Framework addresses planning stating that the objective is "to identify and assess wilderness resources; to administratively recognize wilderness resources; and to make recommendations regarding Order-in-Council designation of wilderness areas" (B.C. Ministry of Forests 1989b, p. 4). The Wilderness Allocation Process was initiated to consider the last component of the objective.

To assist in this process, the B.C. Forest Service developed an initial wilderness system plan in "Wilderness for the '90s" (Dec 1990) which identified 59 proposed wilderness study areas. At the same time, B.C. Parks developed "Parks Plan '90." The Forest Service and B.C. Parks then jointly combined their efforts in "Parks and Wilderness for the '90s," a process which, in 1991, sought public views about overall goals and proposed study areas.

In May 1992, government announced 112 large study areas in "Towards a Protected Areas Strategy for B.C.: Parks and Wilderness for the '90s." This indicated a new direction, developing one integrated and coordinated overall Protected Areas Strategy which would include parks, wilderness areas, ecological reserves, wildlife management areas and the conservation of areas component of the Old Growth Strategy project.

In addition, government formed the Commission on Resources and Environment (CORE) to conduct specific regional planning tasks and to oversee land use planning with the specific aim of determining what lands should be protected (eg. as parks and wilderness) and which lands should be available for commodity resources such as forest harvesting.

The Wilderness Allocation Process has evolved since the 1989 wilderness policy was released which targeted this Forest Service-led, LRUP level process as being the key vehicle for resolving the wilderness allocation issue. With the formation of CORE, regional land use plans are now viewed as the key process for allocating wilderness, supplemented by Forest Land Management Plans and LRUPs such as the Wilderness Allocation Process.

In addition, the Protected Areas Strategy is now an interagency process with an interagency regional committee and ADM-level committee overseeing (in consultation with CORE) appropriate land use processes needed to resolve the wilderness allocation issue.

The following describes the Wilderness Allocation Process as described in the 1989 wilderness policy with some updates based on the Protected Areas Strategy. It should be emphasized that this is but one mechanism, and now a secondary one as described above, for addressing wilderness allocation issues.

Purpose

The Wilderness Allocation Process was designed to identify and study priority areas for recommendation for OIC wilderness designation.

Legislative Mandate

Forest Act - Sections 3(b)(d), 5(4)(c) and 5.1.

Policy Mandate

Wilderness Policy - Managing Wilderness in Provincial Forests: A Policy Framework.

Size, Scale and Relationship to Other Levels of Planning

The Wilderness Allocation Process occurs at the LRUP level in the Ministry of Forests' planning framework. It uses a standard LRUP process to develop land use options contained in the Wilderness Management Options Report addressing designation options, boundary alternatives and critical management issues related to the options.

Planning and Approval Responsibilities

The 1989 wilderness policy states that the Ministry Executive approves the planning process initiative based on recommendations from the Regional Manager. The Region and/or District may lead the planning. It states that recommendations regarding OIC designation are forwarded from the District to the Region, from the Region to the Ministry Executive and finally from the Executive to Cabinet for the final decision. With the advent of the 1992 Protected Areas Strategy, the likely approval process is now as follows: The ADM-level Protected Areas Strategy Committee (or CCSD) will likely approve the planning process in coordination with CORE; a regional interagency committee will ensure that the planning is undertaken; recommendations regarding OIC designation will then be forwarded from the regional committee to the ADM committee and CORE, and finally to cabinet for final decision.

Implementation/Monitoring

If the area is designated a Wilderness Area, the implementation and monitoring functions are documented in the Wilderness Management Plan.

Lead Agency/Interagency Involvement

The Forest Service normally leads the Wilderness Allocation Process as identified in the wilderness policy. Nevertheless, as is the case with other LRUPs, many other agencies with land and resource management interests such as the Ministry of Environment, Land and Parks or the Ministry of Energy, Mines and Petroleum Resources also participate in the process and may co-chair it in order to ensure that their interests are represented. Interagency study areas are now more likely via the Protected Areas Strategy.

Public Involvement

Public involvement in the Wilderness Allocation Process is similar to that which occurs in an LRUP in general. The district staff determine the required level of public involvement which may include (but not necessarily be limited to) any of the following:

- proposals for study areas
- review and comment on the draft proposals
- public participation on the planning team

Products

The only product of this process is the proposal for submission to cabinet setting out options regarding the proposed designation of an area as a Wilderness Area.

5.7 CAVE/KARST MANAGEMENT PLANS

Background

While most cavers have been content to simply explore, map and photograph caves, many significant caves have been vandalized or destroyed through uncontrolled use. For this reason, individual cavers and caving organizations began to lobby the government and advocate co-operative participation in managing cave/karst resources (B.C. Ministry of Forests 1991b, Chapter 13).

The Ministry of Forests first became directly involved in cave management in 1980 with the preparation of a plan for Candlestick Cave on Vancouver island near Campbell River and in January 1981, a policy entitled "A Statement of Crown Land Policy and Administration" was released by the Ministry of Lands, Parks and Housing. This policy charged the Ministry of Forests with the responsibility for identification, management and protection of caves in Provincial Forests.

A discussion paper, "A Method to Manage the Cave/Karst Resources within British Columbia's Provincial Forests", was prepared in 1983 by the Ministry of Forests as the basis for further work on cave/karst management and was used in the preparation of the chapter on cave/karst resources in the revised Recreation Manual completed in 1991.

Purpose

Cave/Karst Management Plans are completed as one means of addressing the Ministry of Forests objectives in cave and karst management. The objectives described in the Recreation Manual are to:

> "- balance surface resource management and recreational cave use with the protection of significant cave/karst values
> - provide opportunities for cave-related recreational, educational and scientific activities" (B.C. Ministry of Forests 1991b, p. 13-4).

Cave Management Plans are prepared for those caves identified to require intensive surficial and/or user management.

Legislative Mandate

The *Forest Act* Sections 3(b),(d), 5(4)(c), 5.1, 104, 105 and 106 provide the statutory authority for forest- or wilderness-oriented recreation. Sections 2 and 3 of the *Forest Act* and Section 4 of the *Ministry of Forests Act* outline the applicable overall resource management responsibilities.

Policy Mandate

- A Statement of Crown Land Policy and Administration

The Ministry of Forests is currently developing a policy relating to Cave/Karst Management.

Scale, Size and Relationship to Other Levels of Planning

The Cave/Karst Management employs the LRUP process. The plans provide input to the Forest Management Level Plans and direction to Resource Development Plans covering the area in which the cave/karst feature is located. The planning area varies in size depending on the size of the feature to be managed.

Planning and Approval Responsibilities

District staff are responsible for completing the plan following regional guidelines and the District Manager is responsible for plan approval.

Implementation/Monitoring

The plan is implemented by the licensed resource users in the plan area along with the cavers and caving organizations using the caves.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency with input from other affected agencies in the planning area through a referral process.

Public Involvement

Public involvement in Cave/Karst Management Plans is facilitated through review of the draft plan along with public input in identifying the perceived issues.

Products

- Cave/Karst Management Plan

5.8 RECREATION CORRIDOR PLANS

Background

Recreation activities often involve travel along a defined route or corridor such as a highway, a river or a trail. A recreation corridor is defined in the Recreation Manual (B.C. Ministry of Forests 1991b, p. 14-2) as "a ribbon of land and/or water along which people can travel for recreation purposes" and these corridors may be used as simply a means of reaching a destination or as a recreation experience in their own right. The manual defines recreation corridor management as "the recognition, planning, and management of corridors and their viewsheds in consideration of their recreation values and uses" (p. 14-2). Recreation corridor management involves a number of initiatives under the jurisdiction of different agencies as these are corridors along which uses other than recreation occur.

Purpose

Recreation Corridor Plans are developed to help maintain or enhance the recreation opportunities along a corridor and its viewshed. Road corridors such as the "Yellowhead Route", water corridors such as the "Inside Passage", and trail corridors which are discussed further in Section 6.10 are all examples of recreation corridors.

Legislative Mandate

Sections 3(b)(d), 5(4)(c), 5.1, 104, 105 and 106 of the *Forest Act* provide the statutory authority for forest- and wilderness-oriented recreation.

Policy Mandate

- Forest Recreation Management

Scale, Size and Relationship to Other Levels of Planning

The LRUP process is used in preparing Recreation Corridor Plans. The plans are prepared for areas of various sizes depending on the corridor. The corresponding map scales vary accordingly.

Planning and Approval Responsibilities

Recreation Corridor plans are completed by the Forest District in conjunction with resource users and other agencies. They are approved by the District Manager.

Implementation/Monitoring

Implementation of the plan is the responsibility of the licenced resource users in the planning area and other affected agencies. The plans are monitored by District staff.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in preparing Recreation Corridor Plans for lands covered by the *Forest Act*, however, because recreation corridors contain a number of uses, other agencies may be involved depending on their desire to participate and their ability to do so.

Public Involvement

Public involvement in Recreation Corridor Plans is at the discretion of the District Manager.

Products

- Recreation Corridor Plan

5.9 WILDERNESS MANAGEMENT PLANS

Background

Wilderness has been officially recognized as a resource since the 1987 amendment to the *Forest Act* and the Wilderness Management Plan is the process which addresses the need to plan for the protection and use of the area. The Limits to Acceptable Change (LAC) wilderness planning process developed by the US Forest Service will be applied for wilderness management planning.

Purpose

Once an area has been designated a Wilderness Area, a Wilderness Management Plan is prepared to provide comprehensive, long-term guidance for the management of the designated wilderness area.

Legislative Mandate

Wilderness Values are recognized in legislation in Sections 3(b)(d), 5(4)(c) and 5.1 of the *Forest Act*.

Policy Mandate

- Wilderness Policy - Managing Wilderness in Provincial Forests - A Policy Framework.

Size, Scale and Relationship to Other Levels of Planning

Wilderness Management Plans are placed at the Local Resource Use Planning level in the planning framework. Wilderness Management Plans must document and communicate the decisions made regarding the management objectives and the methods used to achieve the objectives over the entire Wilderness Area. These plans are completed for each Wilderness Area which normally must be larger than 1000 hectares in size, however, the areas normally range in size between 10 000 and 100 000 hectares (but could be over 1 million ha).

The plans are mapped at scales ranging from 1:20 000 to 1:250 000 and the plans are reviewed and revised every five years or sooner as required.

Planning and Approval Responsibilities

The various Forest Districts are responsible for preparing the plans for designated Wilderness Areas while the regions review and participate in the plans as directed

by the Regional Manager, particularly where the areas are of regional significance or where the areas cross district boundaries. The Regional Manager is responsible for approving the plans.

Implementation/Monitoring

Wilderness Management Plans are implemented and monitored by the forest district(s). The mechanisms for implementing and monitoring must be addressed in the plan itself.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in Wilderness Management planning for wilderness areas under the *Forest Act*. B.C. Environment is responsible for fish and wildlife management and administration of guide outfitters and trapping, and B.C. Land administers commercial recreation use. Therefore the Wilderness Management Plan requires interagency involvement.

Public Involvement

The degree to which the public is involved is at the discretion of district staff. The public may be involved in the preparation of the Wilderness Management Plan simply through a review of the planning documentation or may be involved directly as a participant on the planning committee.

Products

- Wilderness Management Plan

6.0 RESOURCE DEVELOPMENT PLANNING LEVEL

Background

Resource Development Plan is the term referring to sub-unit operational level plans. Although plans at this level were originally operational timber harvesting plans, a number of different plans are now completed at this scale including plans developed by the Recreation Branch.

Operational logging plans were the only plans completed by the Ministry or licensee for a large part of the history of the Forest Service and were designed strictly to facilitate the removal of timber. Although a number of people had expressed concern about the rate of cut and the future of the timber supply, the majority of those in forestry saw timber supplies as being endless and therefore it was not thought to be necessary to plan the cut in such a way as to perpetuate the supply.

In 1945, the Sloan Commission identified a need for planning, nevertheless, 1967 was the first year that licensees were required to produce a plan for an area within a PSYU larger than a cutblock (essentially a preliminary type of Five Year Development Plan).

6.1 TWENTY YEAR PLAN

Background

In the early 1980s, the Forest Service launched a new planning process. The Twenty Year planning process was not implemented in many regions, however, it is being re-introduced and implemented now for TSAs.

The B.C. Forest Service Executive initiated an internal review of the processes leading to the determination of allowable annual cuts (AACs) for TSAs in the spring of 1990. The report issued in March 1991 entitled "Review of the Timber Supply Analysis Process for B.C. Timber Supply Areas" identified a number of issues focusing on the quality of timber supply analysis and AAC determination in response to current Forest Service integrated resource management (IRM) objectives. Some of the recommendations to come out of the report directly address the concern that initial harvesting rates identified in the timber supply analysis do not describe adequately the yields identified in the field and that AAC may be too high in light of constraints to incorporate IRM objectives.

In 1990 TFL licensees were asked to begin submitting Twenty Year Plans. These plans are designed to bridge the gap between the yield analysis and the operational implementation of IRM.

Purpose

The purpose of the Twenty Year Plan is to identify twenty year harvesting areas and to confirm over the twenty year period that the initial rate of harvest can be recognized given the constraints of IRM and the land base.

Legislative Mandate

There is no legislation referring to Twenty Year Plans.

Policy Mandate

There are no specific Ministry policy statements relating to Twenty Year Plans.

Scale, Size and Relationship to Other Levels of Planning

Twenty Year Plans are drafted to establish a maximum initial harvest rate for use in the yield analysis for TFL MWPs and TSA RMPs or FLMPs. They are usually mapped at a scale of 1:50 000 unless otherwise specified by the District Manager. They provide the linkage between Forest Management Planning and Resource Development Planning.

There is some question as to which level Twenty Year Plans should be placed at in the Planning Framework. Some would have Twenty Year Plans replace Forest Licence Management Plans at the Forest Management Planning Level. Twenty Year Plans have also been developed in conjunction with or replacing Five Year Development Plans. Others see Twenty Year Plans as simply support information and thus not as a separate planning process at all.

Twenty Year Plans include a Five Year Development Plan as essentially the first five years of the plan. The remaining fifteen years, however, are shown at a lower resolution. They are, as stated, tests and confirmations of the achievability of initial harvest rates rather than summaries of proposed methods of resource development.

The plans are revised every five years.

Planning and Approval Responsibilities

Twenty Year Plans are prepared by the licensee for a TFL and by the Forest Service for a TSA.

Implementation/Monitoring

The plans are not implemented in the usual sense as they are static plans confirming the results of the yield analysis rather than outlining operational details of development. The districts and regions play a lead role in establishing the clear operational constraints on which the plan is based. The Branch monitors the regions and districts to ensure that the plans are completed.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency for Twenty Year Plans. Interagency involvement comes as part of the referral process for the TFL MWP or through an interagency committee or planning team for the TSA RMP or FLMP.

Public Involvement

Although there is no direct public involvement in a Twenty Year Plan for a TFL as it is a plan submitted for information purposes, the public does view the plan when the MWP, including the Twenty Year Plan, is open for public review and comment.

Products

- Folio of maps and accompanying documentation specifying all or some of the following:

  - Licence boundaries
  - Municipal boundaries, community watersheds, other resources etc.
  - Timber types and silvicultural history
  - Accessibility or operability designation according to TFL MWP or TSA Plan
  - Location of twenty years of timber by blocks
  - Location of areas proposed for aerial harvesting methods
  - Existing and proposed main road locations
  - Development constraints

6.2 WOODLOT LICENCE MANAGEMENT AND WORKING PLANS

Background

The Farm Woodlot Licence was introduced after an amendment to the *Forest Act* was passed in 1948 and was one of the only area-based tenures available until recently. It was restricted to bona-fide farmers and was not intended as a source of income. This licence was replaced in the 1979 *Forest Act* by the Woodlot Licence. The Woodlot Licence Program is a more flexible program recognizing that small-scale forestry os important to B.C.'s economic and social well-being, and that many tracts of Crown Land could benefit from the more personal care and attention of interested community members.

Purpose

The purpose of the Woodlot Licence Management and Working Plan (WL MWP) is to guide the licensee in managing his/her woodlot in a sustained manner. The plan provides the long-term management strategies for the area and the details of the harvesting to take place on the woodlot.

Legislative Mandate

Forest Act - Sections 41, 42, 43 and 44.

Policy Mandate

- Woodlot Licences

Size, Scale and Relationship to Other Levels of Planning

The WL MWP covers the entire licence area which consists of not more than four hundred hectares of Crown land and any amount of private land. They are usually small areas. Once the Woodlot is granted it is no longer considered as part of the TSA for planning purposes and thus does not take direction from the TSA RMP or FLMP. The plans are completed at the Resource Development planning level and generally follow the TFL MWP outline in terms of content on a smaller scale. Woodlot Licences do not require a Five Year Development Plan as the operational details are included in the MWP. The only other requirements are the Cutting Permit and the Logging Plan.

Planning and Approval Responsibilities

After advertising a Woodlot Licence, the District Manager awards the licence to the chosen applicant. The licensee then has six months in which to complete and submit for approval a Management and Working Plan. The licensee prepares the plan in close co-operation with the Forest Service. Responsibility for its approval rests with the District Manager with the Small Business Forester signing for the District Manager. After approval of the plan, the District Manager then issues the licence with a term of up to fifteen years.

Implementation/Monitoring

The plan is implemented by the licensee and monitored by the Forest Service to ensure that all plan requirements are being met. An annual report is to be submitted by each licensee each year stating all their timber and silvicultural activities.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in preparing Woodlot Licence Management and Working Plans in the sense that plan approval is the responsibility of the Forest Service. The licensee refers the plan to other agencies if is felt that they would be affected by activities occurring in the planning area.

Public Involvement

Although public involvement is not required in the preparation of a Woodlot Licence Management and Working Plan, licensees are encouraged to provide for review and comment if input is deemed necessary or appropriate.

Products

- Woodlot Licence MWP
- Map of the licence area

6.3 TIMBER LICENCE OPERATING PLANS

Background

Timber Licences (TLs) are a form of temporary alienation of timber established under the 1884 *Timber Act*. These licences are one form of what are called "Old Temporary Tenures". Timber Licences were established to provide the licensee the right to harvest timber from a specific area after which title reverted to the Crown.

In 1974, the Pearse Commission recommended that all forms of Old Temporary Tenures be consolidated under a revised "Timber Licence" category to ensure an orderly liquidation of these tenures. Tls within TFLs are issued for the term of the TFL and are harvested according to the principles set out in the TFL MWP.

These tenures are no longer offered by the Ministry of Forests. Eventually all TLs will have been harvested and will cease to exist.

Purpose

Timber Licence Operating Plans (TL OPs) delineate, both textually and graphically, the schedule of harvesting, the quantity of timber and the management of other resources on the license area over its term.

Legislative Mandate

Forest Act - Section 25(e)

Policy Mandate

- Timber Berth, Lease and Licence Administration

Size, Scale and Relationship to Other Levels of Planning

The TL OP is prepared for the time span of the licence and the scale at which the plan is prepared varies with the licence area. If a TL is contained within a TFL then the licence area is subject to the management constraints of the TFL MWP. If the TL is not contained within a TFL then the Operating Plan is the highest level plan completed and provides direction to the Five Year Development Plan (if one is completed). The existing TL document gives the licensee rights to "all merchantable timber". The new policy and TL document, however, are relying on recent legal advice which suggests that the Ministry of Forests require consideration of other resource values and guidance from other plans such as FLMPs and LRUPs in the completion of TL Ops.

Planning and Approval Responsibilities

The plan is prepared by an R.P.F. for the licensee and is submitted to the District Manager for review and recommendation to the Regional Manager. The plan is reviewed and, if acceptable, approved by the Regional Manager.

Implementation/Monitoring

The plan is implemented by the licensee and an annual report is required for monitoring purposes on April 1 of each year reporting timber activities on a calendar year basis and reporting silvicultural activities on a Ministry fiscal year basis.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency as TL OPs are prepared to Ministry of Forests specifications. The plan is referred to other agencies for input as advised by the Ministry.

Public Involvement

The need for public involvement is assessed by the District Manager and the requisite level is specified in the Timber Licence.

Products

- Timber Licence Operating Plan including maps of the plan area

6.4 TOTAL FOREST (CHANCE) PLANS

The total chance concept (Breadon 1983; FERIC 1990) is now beginning to be applied to various Ministry plans. This concept advocates "total chance" rather than fragmented, piece-by-piece planning. "Total chance" is described by Breadon (1983) as "the name given to early planning over an entire development area for the best overall realization of all objectives identified by broader planning" (p. 1). Essentially the total chance concept encourages longer-term planning of the details of timber operations over a distinct planning unit, usually a watershed, considering all resource values contained within the planning unit.

The name "total chance" comes from coastal forest terminology where an operating area is called a "chance". Total Chance Plans are also referred to as Total Forest Plans and Integrated Resource Plans.

There has been a lack of standardization in the application of this concept to planning in British Columbia. Some see total chance as being applied most successfully at the Five Year Development Plan level, some at the Twenty Year Plan stage, and still others would apply total chance to LRUPs.

Total Chance Plans are high on the planning list of priorities in the Ministry of Forests today. They are seen as the missing link between the management objectives stated in the Forest Management Plans and the operational details described over a portion of the operating area over only a five year period.

6.5 FIVE YEAR DEVELOPMENT PLANS

Background

Five Year Development Plans are the oldest form of forest planning used in B.C.. These operational plans have been completed in one form or another for harvesting areas since the early part of the century.

Guidelines for the submission of Five Year Development Plans are produced by individual Forest Regions and may be amended by the respective Forest Districts as necessary to meet their needs.

Purpose

The Five Year Development Plan is a map-based plan and is the first stage of operational planning at the Resource Development Planning level. It identifies the specific plans of the licensee for the next five year period while addressing the goals and priorities of both the TSA Plan and the approved Licensee Management and Working Plan (or Operating Plan), or those of the TFL Management and Working Plan.

Legislative Mandate

Five Year Development Plans are not specifically required in legislation. They are, however, a condition of Management and Working Plan submission as required by the licensor.

Policy Mandate

No specific policy statements relate to Five Year Development Plans.

Size, Scale and Relationship to Other Levels of Planning

Five Year Development Plans are produced at the Resource Development level of planning and take their direction from the licensee's MWP and any LRUPs that may apply to the planning areas as well as the appropriate TSA Plan. They are produced as a folio of maps of various scales depending on the direction from the regional and district guidelines and are accompanied by supporting documentation.

Five Year Development Plans provide the details of how the actual resource development is to take place. The plans include (but are not limited to) the following:

- locations
- schedules (season, year)
- harvesting methods (clearcutting, selection)
- access routes
- major structures (eg. bridges)
- recreation sites
- deferred areas
- LRUP areas
- identification of other resources and values

The plans are updated annually and are prepared for a five year term.

Planning and Approval Responsibilities

Five Year Development Plans are considered management proposals by the licensee on how the supply area is to be utilized. Responsibility for preparing the plans rests with the licensee except in the case of the Small Business Forest Enterprise Program (SBFEP) where the Ministry prepares the plans. The District Manager is responsible for approving all plans.

Implementation/Monitoring

The Five Year Development Plan is implemented by the initiating Licensee in his/her operating area. The plans are monitored both in the field (operationally) and through a review of the licensee's annual report submitted April 1 of each year.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency as it is ultimately responsible for approving the plan. Other agencies such as B.C. Environment, and the Federal Department of Fisheries and Oceans are involved in referrals and approvals.

Public Involvement

Public comment has not always been accommodated in the preparation and review of Five Year Development Plans in the past, however the Guidelines in place in all regions now stipulate that public review of the Development Plan is necessary. The plan must be advertised over the course of two weeks before the viewing period. At the end of this time an open house is held to solicit comment from the public on the draft plan.

Products

- Folio of maps and supporting documentation

6.6 PRE-HARVEST SILVICULTURE PRESCRIPTION (PHSP)

Background

In 1984, a policy framework for basic silviculture and Pre-Harvest Silviculture Prescriptions (PHSPs) was developed and implemented requiring that areas of Crown land receive a Pre-Harvest Silviculture Prescription before any logging occurs. In October of 1987 a number of modifications were made to the *Forest Act* including an amendment to entrench this in law. A Silviculture Regulation was enacted in April 1988 which outlined the requirements of a PHSP.

A PHSP is a detailed harvest-regeneration prescription and is defined in the Pre-Harvest Silviculture Prescription Administration and Procedures as "A planning system at the operational level involving the collection of site-specific field data and the development of forest management prescriptions for cutblocks in advance of logging" (B.C. Ministry of Forests 1985a, p. 1). PHSPs are completed following these provincial procedures and detailed guidelines produced by individual forest regions.

Purpose

The chief purposes, objectives and benefits of a PHSP are summarized in the PHSP Training Manual (B.C. Ministry of Forests 1990) are:

- to raise the overall level of forest management
- to build upon documented results of differing forest management practices that are referenced to an ecological framework so that improved prescriptions can be developed
- to reduce the overall costs of forest land management by:
  - integrating harvesting and silviculture activities,
  - efficient resolution of resource use conflicts.
- to provide information for accurate planning and budgeting

The objectives and benefits are summarized in figures 5 and 6 on the following pages.

Legislative Mandate

Legislation and regulations that pertain to PHSPs are:

Forest Act - Sections 12, 17, 25 and 42;
- Part 10.1 Silviculture, Sections 129.3, 129.4 and 129.7;

Silviculture Regulation - B.C Regulation 147/88

Objective Of The PHSP Process

To produce a planning document, in advance of logging, which:

- Defines and incorporates product objectives

- Describes cost-effective harvesting & silviculture treatment regimes

- Identifies the values and constraints associated with other resources

- Provides for the maintenance of site productivity

Figure 5 - Objective of the PHSP Process

Source: Ministry of Forests. 1990. *Pre-harvest silviculture prescriptions training course.* Silviculture Branch, Victoria, B.C.

Benefits Of The PHSP

- Integrated prescriptions reduce resource use conflicts

- Planning in advance reduces post-treatment rehabilitation costs

- More lead time means better scheduling, greater control of logging impacts, and more effective treatments

- Better planning and budgeting

- Relationships between pre-harvest site conditions and treatment results can be established

Figure 6 - Benefits of the PHSP

Source: Ministry of Forests. 1990. *Pre-harvest silviculture prescriptions training course.* Silviculture Branch, Victoria, B.C.

Policy Mandate

Reference to PHSPs is made in Basic Silviculture - Stocking Standards.

Size, Scale and Relationship to Other Levels of Planning

PHSPs are completed on a site-specific basis at the Resource Development or operational planning level. They are completed for each proposed cutblock and are usually submitted with the application for a cutting permit in the third year of the Five Year Development Plan or with the development plan itself as specified by the District Manager. This allows the licensee some flexibility within his/her supply area but also provides definitive plans for at least two years in advance of cutting. The PHSP must be consistent with, and reflect the broad range of resource values and management objectives set out in higher level plans (such as forage production and range use, visual quality and recreation, wildlife and others).

Planning and Approval Responsibilities

The district's silviculture program carries out PHSPs for the Small Business Program while the licensees are required to submit PHSPs for all other tenures. The PHSP is to be signed and sealed by an R.P.F., either for the Forest Service (Small Business Forest Enterprise Program (SBFEP) only) or for the licensee as appropriate. Final approval of the PHSP rests with the District Manager.

Implementation/Monitoring

Implementation of the PHSP is the obligation of the licensee while monitoring is performed by the Forest Service.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in the sense that the PHSP is approved by the forest district.

Public Involvement

The public has a chance to review and comment on the proposed PHSP after it has been advertised in the Gazette and in the local newspapers. Appendix "B" of the Silviculture Regulation provides a framework for advertising the draft PHSP pursuant to section 3 of the Regulation.

Products

- Final PHSP
- Base Map

6.7 CUTTING PERMIT

Background

A Cutting Permit is required for five types of licences: Tree Farm Licences, Forest Licences, Woodlot Licences, Timber Sale Licences (Major) and Timber Licences.

Purpose

Cutting Permits are the legally enforceable authority for logging a certain area and define:

- permit area
- term of the licence (1-3 years depending on the district)
- provision for payments
- timber marking
- utilization standards
- waste and damage assessments
- slash disposal
- acceptable roads
- forest practices

Additional conditions and an interpretation of the terms used in the permit are also identified in the Cutting Permit. The Cutting Permit is not strictly a plan *per se*. It is rather a statement of the approved details of harvesting.

Legislative Mandate

The Cutting Permit document is the licensee's authority to cut a particular block and is required by law for the following:

Tree Farm Licence	*Forest Act*	- Section 28(f);
Forest Licence	*Forest Act*	- Section 12(f);
Woodlot Licence	*Forest Act*	- Section 42(e);
Timber Sale Licence (major)	*Forest Act*	- Section 17(d); and
Timber Licence	*Forest Act*	- Section 25 (f).

Policy Mandate

There are no policy statements referring specifically to Cutting Permits.

Size, Scale and Relationship to Other Levels of Planning

Cutting Permits are required before any harvesting may take place and are completed for specific cutblocks. Cutting Permits are considered part of the Resource Development Planning level as one of the final operational steps before harvesting begins. As such, they must facilitate the achievement of resource management objectives set out in higher level plans. A Cutting Permit is a "harvesting contract" which fully incorporates the requirements for the cutblock as set out in the PHSP.

Planning and Approval Responsibilities

Cutting permits are issued by the District Manager after all other plans have been completed and approved.

Implementation/Monitoring

The cutting permit is used by the licensee.

Lead Agency/Interagency Involvement

The Ministry of Forests issues the cutting permits based on the approval of other agencies at the Five Year Development Plan stage.

Public Involvement

There is no public involvement in the issuance of cutting permits as this is an operational detail of harvesting.

Products

- Cutting permit including Exhibit A (legal sketch)

6.8 LOGGING (CUTTING) PLANS

Background

Logging plans are required for six forms of tenure: TFL, FL, WL, TL, TSL (major) and TSL (minor) through a clause in the cutting permit.

Purpose

Logging Plans are prepared as the final operational plan submitted by a licensee.

Legislative Mandate

There is no legislation directly pertaining to logging plans.

Policy Mandate

There are no relevant sections of ministry policy relating uniquely to Logging Plans.

Size, Scale and Relationship to Other Levels of Planning

Logging Plans are required by clause L-1A in the schedule attached to the Cutting Permit and specify:

1. Start and finish date of proposed operations.
2. Season of operation.
3. Schedule of operations including machinery to be used.
4. Felling method and number and type of skidders.
5. Maximum landing size.
6. Daily production in loads per day.
7. Scaling method and location.
8. Location at which wood is to be milled.
9. Name of supervisor responsible for daily supervision.

They also include road and landing locations, boundary location, silvicultural system and drainage structures.

The plans are completed for individual cutblocks within an operating area.

Planning and Approval Responsibilities

Logging Plans are prepared by the licensee and must be approved by a Forest Officer.

Implementation/Monitoring

The licensee implements the logging plans in the appropriate cutblock. Monitoring of the plan occurs through comparison of the methods and results of timber harvesting in an area with those stated in the plan.

Lead Agency/Interagency Involvement

The Ministry of Forests approves the plan and thus may be considered the lead agency.

Public Involvement

There is no public involvement in the preparation of Logging Plans.

Products

- Logging Plan document
- Maps showing the locations of:

    a) All proposed haul roads as marked on the ground.
    b) All proposed skid trails.
    c) All landings as marked on the ground and skid direction.
    d) Bridges and culverts.
    e) Any proposed camp structures (trailers, buses).

6.9 RECREATION SITE PLANS

Background

Until the early 1970s when the Ministry of Forests began providing a few rustic facilities and amenities on Provincial Forest lands, recreational use of Crown land outside Provincial Parks was essentially unmanaged. The intention behind this development of sites was mainly to provide dispersed recreational use over many small, rustic, low-key, and primarily temporary, sites.

In 1978, with the implementation of the new *Ministry of Forests Act* and *Forest Act*, recreation became one of the Ministry of Forest's primary resource mandates. The Ministry's role in recreation management became one of ensuring that a range or spectrum of outdoor recreation opportunities was available to the public. This new role was further established in 1987 when the *Forest Act* was amended to recognize wilderness as a distinct resource in Provincial Forests.

Ministry of Forests staff, acting as facilitators, have recently started to develop recreation sites on a more proactive basis. Many sites have been developed in conjunction with recreation user groups, forest companies and other government agencies.

Purpose

Recreation site plans are prepared to enable the ministry to meet its objective of providing "safe, sanitary, socially acceptable and environmentally sound facilities and structures" (B.C. Ministry of Forests 1991b, p. 9-3). The plans meet this objective by following a logical process beginning by initially establishing the specific physical and social criteria to be met,and continuing by securing tenure over an area to ease site construction, determining the development capability of the area and developing the layout and design of facilities and structures. Chapter 9 of the manual identifies four phases involved in recreation site planning. They are as follows:

- concept planning
- site designation
- site assessment
- site design

The Recreation Manual (B.C. Ministry of Forests 1991b) describes the phases as follows:

Concept planning is the first phase in the development of a recreation site where the broad objectives for the site are established and the characteristics of the site are

determined on a general level. This plan takes direction from the pertinent integrated resource management plan.

Site designation is the legal definition of an area over which a map notation or map reserve applies and the public notification of the map notation or map reserve. The Recreation Manual (B.C. Ministry of Forests 1991b) describes a Forest Service map notation as an administrative map label placed on MoF maps to indicate an interest within Provincial Forest (in this case, an interest in managing an area primarily for its recreation values) (p. A5-3). The manual describes a map reserve as a land use reserve established under Sections 11 or 12 of the *Land Act* over an area of Crown land outside of Provincial Forests (p. A5-3).

Site assessment is the on-site evaluation of an area's physical and social elements and the preparation of a site capability map which illustrates the results of the site evaluation. It involves three basic stages, pre-field investigation, site evaluation, interpretations of carrying capacity and limitations to recreation site development, and the resulting site capability map should show the following:

- carrying capacity and limitations to recreation site development
- recreation features, visual features, archaeological sites and any existing recreation facilities and structures

Finally, site design is the process of integrating the objectives contained within the concept plan with the site capability map prepared in the site assessment phase. The output of the site design phase is a site plan which shows the detailed layout and location of all roads, trails, facilities, and structures. It is used to guide construction of the site.

Legislative Mandate

Forest Act - Sections 104, 105, 106 and 107

Policy Mandate

- Forest Recreation Management

Size, Scale and Relationship to Other Levels of Planning

Recreation site plans are completed at the Resource Development planning level and take their direction from pertinent Forest Management Plans and LRUPs as well as providing input into those plans.

Planning and Approval Responsibilities

Recreation site planning is carried out by a team which ideally should include:

- recreation specialist
- district resource planner
- operations individual
- landscape architect

The team may also require the input of specialists from a number of other disciplines including, but not limited to the following: archaeologists, architects, biologists, engineers, geologists, limnologists, pedologists, and representative interest groups. The responsibility for approval of the plan rests with the District Manager.

Implementation/Monitoring

Implementation of the site plan is the responsibility of district staff. District staff are also responsible for monitoring of the plans.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency in Recreation Site planning. An interagency referral system exists where the plans are referred to the Ministry of Environment, Lands and Parks and other potentially affected agencies for review.

Public Involvement

The public is involved in the preparation of Recreation Site Plans when a user group is cooperating in the development of the plan.

Products

- Recreation site plan

6.10 RECREATION TRAIL PLAN

Background

As with recreation sites, recreation trails are managed for the public. The implementation of the new *Ministry of Forests Act* and *Forest Act* in 1978 established recreation as one of the Ministry of Forest's primary resource mandates and the Ministry's role in recreation management then became one of ensuring that a spectrum of outdoor recreation opportunities was available to the public. The 1987 amendment to the *Forest Act* recognizing wilderness as a distinct resource in Provincial Forests entrenched this new role.

Purpose

Recreation Trail Plans are prepared to assist the Ministry of Forests in maintaining "a network of safe, sanitary, socially acceptable and environmentally sound recreation trails in a variety of forest settings" (B.C. Ministry of Forests 1991b, p. 10-3). Chapter 10 identifies the four phases of trail planning as follows:

- Concept Planning
- Trail Designation
- Trail Assessment
- Trail Design

The Recreation Manual (1991b) describes the phases as follows:

Concept planning is the first phase in the development of a recreation trail where the broad objectives for the trail and the characteristics of the trail are determined. The concept plan takes direction from the pertinent integrated resource management plan.

Trail designation is the legal definition of an area over which a map notation or map reserve applies and the public notification of approval of the map notation or map reserve. The Recreation Manual (1991b) describes a Forest Service map notation as an administrative map label placed on MoF maps to indicate an interest within Provincial Forest (in this case, an interest in managing an area primarily for its recreation values) (p. A5-3). The manual describes a map reserve as a land use reserve established under Sections 11 or 12 of the *Land Act* over an area of Crown land outside of Provincial Forests (p. A5-3).

Trail assessment is a detailed assessment of the trail environs. It should provide two maps showing carrying capacity and limitations to trail development and recreation features, visual features, archaeological sites and existing facilities and structures.

Trail design decisions are made throughout the concept planning and trail assessment phases. The final trail plan translates the concept plan and trail evaluation information into final drawings, construction methods and specifications, cost estimates and scheduling procedures.

Legislative Mandate

Forest Act - Sections 104, 105, 106 and 107

Policy Mandate

- Forest Recreation Management

Size, Scale and Relationship to Other Levels of Planning

Recreation trail plans are completed at the Resource Development planning level. They feed information up to pertinent LRUPs and Forest Management Plans and receive direction from those same plans.

Planning and Approval Responsibilities

The plans are prepared by a team which ideally should include the following personnel:

- recreation specialist
- district resource planner
- operations individual
- landscape architect

The Recreation Manual (B.C. Ministry of Forests 1991b) identifies specialists from a number of other disciplines that may be required including archaeologists, architects, biologists, engineers, geologists, limnologists, pedologists, and representative interest groups. The responsibility for approval of the plan rests with the District Manager.

Implementation/Monitoring

The plans are implemented by the District staff. They are also responsible for monitoring the plans to ensure that the plans are followed.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency. An interagency referral system exists where the plans are referred to the Ministry of Environment, Lands and Parks and other potentially affected agencies for review.

Public Involvement

The public is involved in the preparation of Recreation Trail Plans when a user group is cooperating in the development of the plan.

Products

- Recreation Trail Plan

6.11 RANGE UNIT PLANS

Background

Range Unit Plans have been a part of range planning in the Ministry of Forests for many years, although in the past the plans were informal. They have become more formal as the number of users on Crown range increases and the need to communicate and co-operate with other users becomes increasingly apparent.

Purpose

The purpose of a Range Unit Plan is to co-ordinate a number of tenure holder's use of the range resource within a particular range unit.

Legislative Mandate

Range Act - Section 5(a)(iii) states that a plan must be completed before a permit or licence is issued. In the past CRMPs met this requirement; today Range Unit Plans and Tenure Management Plans fulfil this condition.

Policy Mandate

There is no policy relating specifically to Range Unit Plans.

Scale, Size and Relationship to Other Levels of Planning

Range Unit Plans are completed at the Resource Development Planning level. The plans take direction from and provide input into other related forest management, local resource use and resource development plans encompassing the same areas. The plans are reviewed annually and include maps at an appropriate scale depending on the size of the area. Range unit boundaries. However, they are not directly related to timber administrative boundaries such as TSA or TFL boundaries; they are drawn to encompass homogenous biological range areas and authorized range use. The range unit is the basis for evaluating supply and demand for the range resource and for authorization of forage use.

Planning and Approval Responsibilities

Range Unit Plans are prepared by District staff in conjunction with the tenure holders and other resource users. The District Manager is responsible for approving the plan.

Implementation/Monitoring

The plans are implemented by the Range tenure holders as they pertain to each individual. They are monitored by the District

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency for Range Unit planning. Other agencies are involved chiefly through CRMPs although they may be involved if they so desire.

Public Involvement

Public involvement in range planning occurs mainly in the CRMP process rather than in the Range Unit planning process.

Products

- Range Unit Plan

6.12 TENURE MANAGEMENT PLANS

Background

In 1975, the Forest Service began producing CRMPs. Tenure Management Plans evolved from CRMPs to meet the need for more specific operational details for implementing the strategies and goals contained in the Range Unit Plan and the CRMP (if applicable).

Purpose

A Tenure Management Plan is produced to establish the strategies that will enable the tenure holder to meet the goals set out in the Range Unit Plan.

Legislative Mandate

Range Act - Section 5(a)(iii) requires that a plan must be produced before a licence or permit is issued. CRMPs fulfilled that requirement in the past. Today, however, Range Unit Plans and Tenure Management Plans are produced to comply with that condition.

Policy Mandate

- Tenure Administration

Scale, Size and Relationship to Other Levels of Planning

Tenure Management Plans are completed at the Resource Development planning level for areas of various sizes. The plans take direction from, and also provide input into any pertinent Range Unit Plans, Local Resource Use Plans, and Forest Management Plans.

Planning and Approval Responsibilities

Tenure Management Plans are completed by Forest District staff in conjunction with the tenure holder to ensure that they are acceptable to both parties. The plans are approved by the District Manager.

Implementation/Monitoring

The plan is implemented by both the tenure holder and the Forest Service, each according to commitments made within the plan. Monitoring of Tenure Management Plans is ongoing and may be done in two ways: as a periodic informal check on a

tenure holder, or as a formal audit of one or more components of the tenure holder's operation.

Lead Agency/Interagency Involvement

The Ministry of Forests is the lead agency for Tenure Management Plans.

Public Involvement

Public comments and concerns with respect to the allocation and use of the range resource are addressed in upper level planning processes thereby usually eliminating the need for public input into these operational plans.

Products

- Tenure Management Plan document

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